

**OUTLINE APPLICATION FOR RESIDENTIAL DEVELOPMENT OF LAND FOR 14 HOUSES AND 3 BUNGALOWS ON LAND TO THE REAR OF PENDLE STREET EAST SABDEN BB7 9EQ**

**1 PROPOSAL**

- 1.1 This planning statement is in support of an outline planning application submitted on behalf of P and D Developments Ltd for residential development (comprising fourteen semi-detached houses and three bungalows) on land to the south of Pendle Street East, Sabden. The vehicle access to the site will be directly off Pendle Street along the side street between numbers 27 and 29 Pendle Street East. The application is in outline which seeks approval to access and scale only. Layout, appearance, landscaping and associated details is reserved for future consideration.
- 1.2 An illustrative layout plan indicating how the site could be developed accompanies the application. The illustrative plan shows:
- 14 semi-detached two storey three bedroom houses with gardens and off-street parking to each dwelling.
  - 2 two bedroom bungalows with gardens and off-street parking to each dwelling
  - 1 three bedroom bungalow with garden, garage and parking for two cars.
  - The units would be laid out around a cul-de sac with a turning head at the southern end.
  - Tree and shrub planting throughout the development especially on the southern boundary adjacent to the bridleway/track which passes along the southern boundary of the site.
- 1.3 The application also includes the offer to make a financial contribution to the provision of affordable housing within the Borough through a section 106 agreement in lieu of the provision of units on this site. This is at the request of the Council's Housing Officers.
- 1.4 In addition to this Statement, and the indicative layout drawings already referred to, the application is accompanied by:

- Phase 1 Habitat Survey
- Heritage Statement

## **2 APPLICATION SITE AND SURROUNDINGS**

- 2.1 The application site comprises a field and the site of domestic garages to the south and rear of terraced houses on Pendle Street East. A track passes along the eastern and southern boundary which is also a bridleway. To the east of the site are two storey semi-detached houses and other dwellings on Pendleside Close that were constructed in the later part of the twentieth century and a single storey football pavilion adjacent to the football field beyond. To the west of the site are smallholdings/allotments including various timber structures, beyond which is St Mary's RC Primary School and playing field. St Mary's School was constructed in the twentieth century; it is accessed from Watt Street which also serves Pendle Antiques Centre and two bungalows Pendle View Bungalow and Red Gate. Watt Street ceases at its southern point where the bridleway runs east west.
- 2.2 Pendle Street East comprises terraced housing on its southern side. These are two storeys in height in relatively short blocks. Side streets of varying widths give access to a back street which is continuous from Watt Street to Pendleside Close. These side streets give pedestrian and vehicle access to the various developments on the southern side of the back street.
- 2.3 The site is within the settlement boundary of Sabden and within an Area of Outstanding Natural Beauty as defined in the Ribble Valley Districtwide Local Plan 1998. Land to the east and west of the site is allocated as essential open space and land to the south of the site is outside the settlement boundary. The site is outside Sabden Conservation Area but immediately adjacent to it.
- ## **3 PLANNING POLICY**
- 3.1 The relevant parts of the Development Plan for the purposes of this application are the North West of England Regional Spatial Strategy to 2021 (published in September 2008) and the saved Policies of the Ribble Valley Local Plan (adopted in June 1998) and the Core Strategy 2008-2028.

- 3.2 The following saved policies of the adopted Ribble Valley Local Plan (which was adopted in June 1998 and written to plan for development over the period 1991-2006) are relevant to the proposal.
- 3.3 Policy G4: Settlement Strategy – within the villages including Sabden planning permission will be granted for infill sites not defined as essential open spaces and proposals which contribute to the solution of a particular local housing problem.
- 3.4 Policy ENV1: Area of Outstanding Natural Beauty – the landscape and character of the Forest of Bowland Area of Outstanding Natural Beauty will be protected, conserved and enhanced. The environmental effects of proposals will be a major consideration and the design, materials, scale, massing and landscaping of development will be important factors in deciding planning applications;
- 3.5 Policy ENV16 Conservation Area-the desirability of preserving or enhancing the character or appearance of a conservation area will be a material consideration in deciding development proposals outside the designated area which would affect its setting or views into or out of the area.
- 3.6 Policy ENV17 Conservation Area – applications within or affecting conservation areas should be accompanied by information including sketch elevation, means of access and landscaping details where appropriate.
- 3.7 Policy H19: Affordable Housing – the Council will promote the provision of affordable housing. In main settlements this will be achieved by negotiating for the inclusion of a proportion of affordable housing in all new planning consents for suitable sites.
- 3.8 Policy T1: Transport – a list is provided of criteria to which the Council will attach considerable weight in deciding planning applications. The criteria include the availability and adequacy of public transport and the location of development in areas which maintain and improve choice to walk, cycle or catch public transport rather than drive between homes and facilities.

- 9044081053
- 3.9 Policy T7: Parking Provision – requires all development proposals to provide adequate car parking and servicing space.

Emerging Core Strategy

- 3.10 The draft of the Core Strategy was approved by the Council's Planning and Development Committee at its meeting on 4 April 2012. The draft provides for 3007 dwellings over the plan period to 2025, additional to those dwellings for which planning permission had been granted at 1 October 2011. The planned distribution for those dwellings is as follows:
- Standen Strategic Site (edge of Clitheroe) – 1040;
  - Clitheroe – 348;
  - Longridge – 560;
  - Whalley – 243; and
  - Other settlements – 816.
- 3.11 With the exception of the Standen site no site allocations are made. These are to follow in a Site Allocations DPD. The Council has not published a consultation draft Site Allocations DPD. In so far as the Core Strategy document refers to any relevant development management statements or policies, they generally re-affirm those contained in the Local Plan
- 3.12 DMG2: Strategic Considerations. Development proposals in defined settlements should consolidate, expand or round-off development so that it closely relates to the main built up areas, ensuring that this is appropriate to the scale of, and in keeping with, the existing settlement.
- 3.13 H3: Affordable Housing. Requires affordable housing provision on housing sites. On sites over 5 units the Council will require 30% affordable units on the site. 15% of the units are to be for elderly provision of which 50% would be affordable and included within the overall affordable housing threshold of 30%. Developers are expected to provide affordable housing on site as part of the proposed development unless Ribble Valley Borough Council and the developer both agree that it is

preferable to make a financial or other contribution towards the delivery of affordable housing on another site.

- 3.14 DMH1: Planning Obligations- planning obligations will be used as a mechanism to deliver development that contributes to the needs of local communities and sustainable development. Obligations may be required for affordable housing, improvements required for highway safety, open space and education.
- 3.15 EN2: Landscape- landscape and character of the Forest of Bowland Area of Outstanding Natural Beauty will be protected, conserved and enhanced.
- 3.16 EN5: Heritage Assets- Conservation Area Appraisals will be kept under review to ensure that any development proposals are in keeping with the historic character and architectural interest of the area.
- 3.17 DME4: Protecting Heritage Assets. Proposals within or closely related to Conservation Areas should not harm the Area.
- 3.18 DM12: Transport Considerations-new development should be located to minimise the need to travel. It should incorporate good access by foot and cycle and have convenient links to public transport to reduce the need to travel by private car.
- 3.19 DMG3: Transport and Mobility- in assessing development proposals weight will be given to the availability and adequacy of public transport to serve those moving to and from the development.
- 3.20 DMB4: Open Space- on site less than 1 hectare, the Council will seek to negotiate for provision on site or secure a contribution towards provision for sport and recreation facilities or public open space within the area where the overall level of supply is inadequate.

#### National Policy

- 3.21 NPPF emphasises the need to base decisions on the development plan, unless material considerations indicate otherwise. The NPPF is clearly a material

consideration as up to date national planning policy. The most significant material consideration is that of the presumption in favour of sustainable development. NPPF at paragraph 49 also highlights that housing applications should be considered in the context of that presumption.

3.22 The NPPF clearly states *'that the purpose of the planning system is to contribute to the achievement of sustainable development'* (paragraph 6). Paragraph 197 confirms that *'in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development'*. Paragraph 14 states that a presumption in favour of sustainable development is at the heart of the NPPF. It goes on to say that *'for decision-taking this means:*

- *Approving development proposals that accord with the development plan without delay; and*
- *Where the development plan is absent, silent or relevant policies are out-of-date, granting planning permission unless:*
  - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework as a whole; or*
  - *specific policies in this Framework indicate development should be restricted'.*

3.23 An elaboration of the Government's view of what sustainable development means in practice for the planning system is detailed later in the NPPF. Relevant parts are referred to at paragraph 3.27 below.

3.24 The NPPF (paragraphs 2, 11, 12 and 196) confirms that planning law requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise, ie the development plan is the starting point for decision making.

3.25 The NPPF (published March 2012) highlights the importance of development plans being kept up to date (paragraph 12). Decision taking in the absence of an up to date development plan is addressed at paragraph 14. At paragraph 214 it is confirmed that *'for 12 months from the day of publication, decision-takers may*

*continue to give full weight to relevant policies adopted since 2004 even if there is a degree of conflict with this Framework'. Paragraph 215 continues by stating that 'in other cases and following this 12-month period, due weight should be given to relevant policies in existing plans according to the degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater weight that may be given)'*

- 3.26 Paragraphs 2, 8, 13, 196 and 212 confirm that the NPPF is a material consideration in planning decisions.
- 3.27 The main body of the NPPF addresses the components of sustainable development. The aspects of those components most relevant to the appeal are:
- 'delivering a wide choice of high quality homes' – local planning authorities are expected to boost the supply of housing (paragraph 47).
  - 'requiring good design' – developments should add to the quality of the area, and reinforce local distinctiveness. Planning decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative;
  - 'conserving and enhancing the historic environment' – the significance of any heritage asset that may be affected by a proposal should be identified and assessed. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on the significance of the heritage asset (paragraph 128).

#### **4 SITE HISTORY**

- 4.1 There have been no previous relevant planning applications on the site.

#### **5 ASSESSMENT OF PLANNING ISSUES**

- 5.1 The main issues for consideration in assessing the development proposal are:
- The principle of housing development on the site in relation to the settlement strategy
  - Impact on the area of outstanding natural beauty
  - Impact on the setting of the conservation area

- 4820050000
- The relationship between the proposed development and surrounding housing and the effect on residential amenity
  - Highway safety
  - Sustainable Location
  - Provision of affordable housing
  - Impact on biodiversity

Each issue is considered below.

The principle of housing development on the site in relation to the settlement strategy.

- 5.2 The Council's most recently published housing land calculation (report to Planning and Development Committee 17 January 2013), taking account of comments in relation to the deliverability of identified sites following a recently appeal decision but without any further detailed adjustments for deliverability other than the continuation of a slippage allowance, the Council has less than a 5 year supply. However, initial information from the 31 December 2012 survey indicates (again without detailed assessments of deliverability) that with the number and rate of applications being approved, the Council has moved back to a 5-year supply.
- 5.3 Irrespective of the 5 year supply issue, some of the policies of the DWLP are considered out of date (in particular the settlement strategy), therefore in establishing whether the development of this parcel of land for residential purposes would in principle be acceptable, it is the requirements of NPPF that take precedence over the dated policies of the DWLP in respect of this site, i.e. a presumption in favour of sustainable development as outlined above and granting planning permission unless any adverse impacts of doing so would *significantly* and *demonstrably* outweigh the benefits. The site lies within the existing village settlement boundary, as defined previously in the Districtwide Local Plan, and is within walking distance from a number of essential services and amenities. The scale of the development is not inappropriate in relation to the site of the settlement. The work carried out for the Core Strategy suggests that 816 residential units should be provided at villages other than the larger settlements in the Borough. We conclude that the development of this site for residential purposes in principle would

be consistent with the National Policy Framework, and at the scale proposed in the principles of the emerging Core Strategy.

- 5.4 The application site is wholly within the settlement boundary of Sabden in the adopted Ribble Valley Districtwide Local Plan. Saved policy G4 permits the development of sites within settlement boundaries which are infill sites not defined as essential open spaces. Emerging core strategy policy DMG2 states development within defined settlements which should consolidate, expand or round-off development so that it is closely related to the main built areas. The development would not meet the definition of infill given in the accompanying text to policy G4 of the local plan but it does meet the criteria of core strategy policy DMG2 which allows development in settlements to expand or round off development. The requirement for development in villages to be infill is now out of date.
- 5.5 Sabden is one of the larger settlements within the Ribble Valley and has more community facilities than many other of the villages. This makes this settlement suitable to take a significant amount of the 816 units required to be provided at villages. It has two primary schools and a Doctors' Surgery as well as shops and other facilities. It is in the public transport network with bus services to Burnley, Clitheroe and Whalley. The majority of these are within a 250m radius of the centre of the site. See appendix 1 and the section on sustainable development below.
- 5.6 The site is considered to be in a sustainable location, would contribute to the supply of housing including affordable provision and market choice. It would be consistent with the policies of NPPF to proactively drive and support economic growth. The development of the site in principle would therefore accord with the presumption in favour of sustainable development and is consequently consistent with the provisions of NPPF which has relevant material consideration, given the view that relevant policies of the development plan are out of date and as such planning permission should be granted.

#### Impact on the area of outstanding natural beauty

- 5.7 Sabden village is in the valley bottom and is surrounded by hills. The application site is at the foot of the valley slope which rises gently towards the south. Along the

southern boundary of the site is a bridleway. The bridleway is separated from the field to the south by a dry stone wall there are also a few small trees along this wall line. The bridleway is separated from the application site by a post and wire fence.

- 5.8 The proposed development when viewed from the rising land to the south will be seen against the backdrop of the dense terraced housing along Pendle Street East and the less dense modern detached and semi detached houses of Pendleside Close. The units proposed on the southern boundary of the site have 10m to 13.5m rear gardens in order to enable some tree planting along this boundary to soften the appearance of the development. The palette of materials chosen for the development of natural stone and slate will reflect the colour and texture of the existing buildings within the village.

Impact on the setting of the conservation area

- 5.9 The application site is outside the conservation area. The elements of the Sabden Conservation area identified in the Conservation Area Appraisal which contributes to its special interest and which are relevant to this proposal include the village's industrial past, the rural setting of the village, its location within the AONB, the diversity of the terraced housing and the prevalent use of local stone as a building material. Whalley Road and Padiham Road, the main routes through the village have an urban character. Frequent views of the surrounding rural landscape give the village a semi-rural atmosphere. See Heritage Statement.
- 5.10 The development is separated from the terraced houses on Pendle Street East by the back street of Pendle Street East which is also the boundary to the Conservation Area. Indeed the buildings within conservation area are mainly terraced houses all of which have been identified as buildings of townscape merit. The majority of twentieth century housing within the village is semi-detached and detached properties. The scale of properties within the conservation area is mainly two storeys and the prevalent building materials are stone and slate. The proposed scale of the development is two storey and single storey dwellings and this reflects the scale of development within the conservation area and will ensure that the proposed development does not dominate the existing buildings within the conservation area. The choice of materials being stone and slate will ensure that

the dwellings blend into the colour and texture of the building materials within the conservation and will not appear strident against the backdrop of the buildings within the village. The layout of the development including detached and semi detached properties ensures that glimpses of the surrounding landscape are retained between the buildings ensuring that the semi-rural atmosphere of the conservation area is retained. In providing detached and semi-detached properties on the site the historic development pattern of the village reflected by the former mill workers terraced housing of the 19<sup>th</sup> and early 20<sup>th</sup> century and the detached and semi-detached housing of the 20<sup>th</sup> and early 21<sup>st</sup> century is retained.

#### Design and House Type

- 5.11 The two storey dwellings will have a ridge height of about 7.6m and eaves height of about 5.2m. The bungalows will have a ridge height of about 4.9m and eaves height of about 2.6m. The footprint of the houses is about 5.5m by 9.6m and the bungalows 11m by 7.3m. The dwellings will be built out of natural stone with stone detailing to heads and sills and have a natural blue slate roof. The doors and windows will be in timber with timber and slate canopies over the front doors. Each dwelling is provided with two off-street parking spaces. The dwellings on the western boundary plots 2 to 7 will step down towards Pendle Street East following the slope of the ground. The bungalows are closest to Pendle Street East and the village generally. The position of plots 8-15 across the southern boundary of the site relate to the route of the bridleway. There are gaps between the dwellings allowing through view uphill to the south.
- 5.12 A high proportion of housing within the village are two bedroom terraced houses. The proposed houses have three bedrooms of a modest size and would be next step up the housing ladder for most families from the terraced house. A discussion with a local Estate Agent has revealed that there is a high demand for three bedroom semi-detached houses in Sabden. The Agent receives more enquiries about this type and size of property than for other types of property and when three bedroom semi-detached houses come onto the market they are sold quickly which reflects this demand see appendix 2.

- 9044061055
- 5.13 Core Strategy policy H3 states that providing housing for the elderly is a priority for the Council. The policy requires that on housing development 15% of the provision must be for the elderly. 15% of the units on the site have therefore been designed as bungalows.

The relationship between the proposed development and surrounding housing and the effect on residential amenity

- 5.14 All of the proposed dwellings on the site have been positioned so that there is a minimum facing distance between main windows of 21m and 13m between a main elevation and side elevation. Where the new development is adjacent to existing dwellings care has been taken to maintain privacy of these dwellings. The windows in the rear elevation of plot 1 light a corridor and can be screened from the from the rear elevation of 1 and 3 Pendleside Close by fencing. These windows are at a distance of between 11.5m and 12m from the rear of the houses 1 and 3 Pendleside Close so that there will be not overlooking of the neighbouring properties. In addition it is envisage that plot one will be a true bungalow and have a main ridge height of about 4.3m with the garage and lounge area having a ridge height of about 5m.

Sustainable Location

- 5.15 Sabden is one of the larger village settlements within the Ribble Valley and is well provided for in terms of facilities and services. The site is close to Whalley Road which carries a bus route and gives access to Whalley. Clitheroe Road and Padiham road also carry bus services to Clitheroe, Padiham and beyond. Whalley Station some 3 miles away from the site gives access to the wider rail network. The site is also approximately 3 ¾ miles from junction 8 of the M65. The site is considered to be in a very sustainable location.
- 5.16 The centre of the application site is within 500m (walking distance) of two primary schools, a doctors' surgery, post office and convenience store, a second convenience store, a car repair garage, a Roman Catholic Church, Methodist and Baptist Churches, two football pitches, an equipped play area and recreation ground, bowling green, bus stops and two public houses. Some of these facilities

are within 250m of the site and include St Mary's Primary School, Doctor's Surgery, bus stops, and recreation grounds. See Appendix 1

- 5.17 The site has excellent footpath links with the centre of the village. A public footpath number 123 passes in a north direction from Pendle Street East opposite the site entrance down the west side of the bowling green over a foot bridge to the recreation ground near to the Doctors' Surgery. It then links to another footpath number 102 running east west which links to Whalley Road and Padiham Road. The road network together with this network of footpaths means that all the village facilities are easily accessible to pedestrians.

#### Highway safety

- 5.18 We have entered into pre-application discussions with the Council's Highway Engineering Advisor who suggested that "the visibility from the proposed access is acceptable base on the splays shown on drawing 010-223-07B. The 42m to the west and 39m to the east both measured from 2.4m back from the edge of the carriageway are consistent with the characteristics of the road; lightly trafficked and with low vehicle speeds". He also suggested that the 5.5m wide access road should be shown to have priority over the adjacent unadopted roads that serve the rear of the existing properties. As suggested we have included standard junction marking details in order to define this arrangement. See drawing 010-223-07C.
- 5.19 Each dwelling has been provided with two off street parking spaces. The access road includes a turning head. In addition there is space for some new on street parking. The development should not lead to any increase in on street parking on Pendle Street East. The access road also indicates footpath on each side which link to the existing footpaths on Pendle Street East. As previously described there are footpath links from the site to Whalley Road and Padiham Road which carry bus services. Service number 27 runs hourly from Burnley to Clitheroe via Sabden calling at Padiham, Read, and Whalley. Service 72 runs from Sabden to Clitheroe via Nick of Pendle. There are four school services buses 624, 634, to Clitheroe Ribblesdale, and Clitheroe Royal Grammar School, 638 to St Augustine's Billington and 991 to Bowland High School.

### Provision of affordable housing and mix of house types

- 5.20 The adopted local plan requires affordable housing to be provided. The core strategy makes specific what those requirements are. In pre-application discussions with the Council's Strategic Housing Officer Rachael Stott the provision of affordable housing was considered. She stated that Calico Housing Association is building 45 affordable units in Sabden and there is permission for other sites within the village which includes affordable housing. She requested that a commuted sum in lieu of on site provision of affordable housing be made. The applicant agrees to the provision of a commuted sum instead of on-site provision. Appendix 3.

### Impact on biodiversity

- 5.21 An extended phase one habitat survey has been carried out. The survey concluded that the development is not likely to have any significant impacts in respect of habitat types. None of the trees situated on the site are considered to provide features suitable for roosting bats. The proposal is unlikely to have an adverse impact on biodiversity.

### Other Matters

- 5.22 The Core Strategy requires the provision of public open space on housing development. The level of supply is not specified, and policy DMB4 only requires provision where "the overall level of provision is inadequate". No documents of analysis or survey of existing provision is referred to or any basis for calculating where the existing provision is adequate. The site is located within easy access to extensive local recreation provision. On that basis we regard that no open space provision is required for this development.

## **6 CONCLUSION**

- 6.1 The proposed development is within the existing settlement boundary of Sabden. The proposal complies with the policies of the NPPF, Local Plan and emerging policies in the Core Strategy. The applicant is willing to enter into a section 106 agreement in order to provide a commuted sum payment for the provision of affordable housing off-street as recommended by the Council Housing Strategy Officer.

## **APPENDICES**

3 2 0 1 3 0 4 4 0 1

- 1 Map of Location of services and amenities in Sabden.
- 2 Letter from Andrew Turner Pendle Hill Properties Estate Agent
- 3 Email form Rachel Stott

**Judith Douglas Bsc (Hons) Dip TP MRTPI**

**Janet Dixon Town Planners Ltd  
10A Whalley Road  
Clitheroe  
BB7 1AW**

**Tel: 01200 425051**

**April 2013**

